

GENERAL PLAN ANNUAL PROGRESS REPORT FISCAL YEAR 2012-13



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PROMOTING THE WISE USE OF LAND

HELPING TO BUILD GREAT COMMUNITIES

COUNTY OF SAN LUIS OBISPO

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Attachment 1

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Introduction

This report reviews the activities that took place to implement the County General Plan between July 1, 2012 and June 30, 2013. The General Plan is the blueprint for the future physical, economic and social development of the unincorporated areas of the county, outside cities. It implements California laws that regulate land use planning and development. This report fulfills a state requirement to measure progress in implementing the General Plan. The scope of the report includes:

- Status of the General Plan documents,
- Major planning activities that were begun, worked on or completed,
- Changes to plans and ordinances to implement plan policies,
- Residential development in relation to Housing Element goals, and
- Number of public hearings held for development and amendment applications.

The County of San Luis Obispo is a local government that serves over 100,000 people within the unincorporated area (outside incorporated cities). It is required by the State of California to protect resources, plan an orderly distribution of land uses and apply fair and equitable regulations for new development.

The Department of Planning and Building provides services within several roles: as visionary, statistician, designer, regulator and protector of public health, safety and welfare, to name a few. Within all of its roles, the Department's major responsibility is to serve the public with cost-effective and courteous service, and to represent the public's interest by creating fair and equitable policies and recommendations. These ethical commitments are the foundation of the recommendations and decisions of the Planning and Building Department. The Department serves the following key stakeholders:

- The Board of Supervisors has the major role of deciding the direction and implementation of the General Plan through its decisions on proposed plan amendments, applications, and priorities and funding.
- The *clients* are applicants and the public who receive immediate and direct services from the Department.
- The *general public*, as the "end-user" of the General Plan, has the important role of shaping the purpose, meaning and effect of the General Plan through participation in drafting, reviewing and commenting on plans, ordinances and permits.
- The **employees** of County departments and non-County agencies have varying roles implementing the General Plan.

The County General Plan

The General Plan is both the vision and blueprint for how the County as a community wants to develop and grow while protecting valued resources. The General Plan provides policies for planning land uses and for allowing new development and land divisions. It also is the vision for protecting special places such as the landmark Morros;

State law requires that each city and county adopt a general plan "for the physical development of the county or city, and any land outside its boundaries which bears relation to its planning."

essential uses such as agriculture; and resources such as air, water, and plant and animal habitats. The General Plan includes documents called elements. They are shown in Table 1, which includes brief information about their status and whether they are required or optional.

Table 1: General Plan Elements

Date of Adoption or				
Required Elements	Last Major Revision	Comment		
Land Use	2011	Consolidation/reorganization is in progress.		
Framework for Planning*	2011	Consolidation/reorganization is in progress.		
Area Plans:				
Adelaida	1980			
El Pomar-Estrella	2003			
Estero	2009			
Huasna-Lopez	1986			
Las Pilitas	1980			
Los Padres	1980			
Nacimiento	1980			
North Coast	2008			
Salinas River	1996			
San Luis Bay	1980			
San Luis Bay Coastal	1990			
San Luis Obispo	1994			
Shandon-Carrizo	2012			
South County	1994			
South County Coastal	1990			
Community Plans:				
Los Osos	2009	Update in progress		
San Miguel	1996	Update in progress		
Shandon	2012			
Local Coastal Plan - Coastal Plan Policies	2004			
Circulation	2009	Consolidation/reorganization is in progress		
Housing*	2009	Update in progress		
Conservation and Open Space*	2010			
Noise	1992			
Safety*	1999			
Optional Elements				
Agriculture	1998			
Master Water & Sewer Plan	1972			
Offshore Energy*	2010			
Economic	2012	Updated November, 2012		
Parks and Recreation	2006			

^{*}Received outstanding plan award from American Planning Association

Major Planning Activities

San Miguel Community Plan Update

Last updated in 1996 as part of the Salinas River Area Plan, the San Miguel Community Plan is the second community plan to be prepared independently of an area plan. Staff has been working closely with a subcommittee of the San Miguel Advisory Council to develop a comprehensive community-based plan that will help shape new growth and development, enhance the quality of life, and bring vitality to San Miguel. The Public Review Draft of the Plan has been completed and may be found on line at the Department's website: sloplanning.org under "Plans and "Programs." The Environmental Impact Report is now underway, as is a public facilities financing plan that will be included in the Public Hearing Draft to be released in 2014.

Los Osos Community Plan Update

Tentatively updated as part of the Estero Area Plan Update in 2004, the Los Osos Community Plan was withdrawn from Coastal Commission consideration in 2006. Work on the Community Plan has resumed, and staff is working with a subcommittee of the Los Osos Community Advisory Council to help shape the Community Plan that will guide development over the next 25 years. A draft of a groundwater basin management plan was released on August 1, 2013 and a Habitat Conservation Plan is also underway. These are two key components for completing the Community Plan. It is anticipated that a Public Review Draft of the Community Plan will be completed in FY 2013-14.

Housing Element Update

The Housing Element is currently being updated. It is one of seven required elements of the San Luis Obispo County General Plan. Its primary purpose is to facilitate the provision of needed housing in the context of the Land Use Element of the County General Plan and related ordinances. The secondary purpose is to meet the requirements of State law and achieve certification by the California Department of Housing and Community Development, which in turn will help the County qualify for certain funding programs offered by the State. The Housing Element was last updated in 2009 and is required by the State to be updated every five years. It is anticipated that the current update will be completed by the end of FY 2013-14.

Land Use and Circulation Elements Reorganization

On March 29, 2011, the Board of Supervisors directed staff to undertake a consolidation and reorganization of the LUCE (Land Use and Circulation Elements) to streamline and make it more user-friendly. This effort will consolidate and reorganize the 11 existing inland planning areas into four new inland planning areas based largely on watershed boundaries. It will also result in individual community and village plans for urban areas and villages. On August 8, 2013, The Planning Commission recommended approval of the consolidation and reorganization to the Board of Supervisors. It is anticipated that the Board of Supervisors will consider the project in early 2014.

General Plan Amendments

Changes or amendments to the General Plan occur through applications by the public or by County government after authorization to proceed by the Board of Supervisors. State law requires the General Plan to be kept current. Updates should occur periodically. The following amendments were approved in FY 2012-2013:

Table 2: General Plan Amendments Completed – Fiscal Year 2012-2013

Amendment	Description
LRP2011-0014 County of SLO	An update of the Economic Element that amended the four major goals and associated policies, and deleted specific programs. The updated element was adopted to complement the county-wide Economic Strategy prepared by the Economic Vitality Corporation. Approved October 23, 2012.

Implementing the General Plan

Implementation of the General Plan occurs through a variety of activities, including development of private and public property and passage of land use ordinances. General Plan programs and strategies are also implemented to develop needed public facilities, add services and commit public resources to building and maintaining streets, facilities and buildings.

Ordinance Amendments

Ordinances, such as the Land Use Ordinance, implement the General Plan by regulating land use and development or by managing the rate of growth as in the Growth Management Ordinance. Decisions on land use permits, building permits or land divisions are based on these and other ordinances.

The Land Use Ordinance (LUO) is the official zoning ordinance for the County of San Luis Obispo; it implements General Plan policies with zoning standards. In Fiscal Year 2012-2013, the following Land Use Ordinance and other ordinance amendments were approved:

Table 3: Ordinance Amendments Approved – Fiscal Year 2012-2013

Amendment	Description
LRP2006-00003 County of SLO	Amend Land Use Ordinance Section 22.12.080 and Coastal Zone Land Use Ordinance Section 23.04.096 to make clarifying text changes to the existing Inclusionary Housing Ordinance. Approved December 18, 2012.
LRP2008-00012 County of SLO	Amend Land Use Ordinance Sections 22.24 and 22.26 to make minor text changes to the existing Transfer of Development Credit Ordinance. Approved October 23, 2012.
LRP2009-00009 County of SLO	Amend various sections of the Land Use Ordinance to incorporate standards for planned unit developments. Approved June 18, 2013.
LRP2011-00010 County of SLO	Amend Land Use Ordinance Sections 22.30.070, 22.30.075, 22.06.030, and 22.80.030 22 to address olive oil processing, tasting and retail sales. Approved October 23, 2012.
LRP2010-00014 County of SLO	Amend Article 9 of the Land Use Ordinance, to add water conservation requirements for discretionary land use permit applications, land divisions and general plan amendments within the Paso Robles Groundwater Basin. Approved September 25, 2012.
LRP2011-00012 County of SLO	Amend Title 19 of the County Code, the Building and Construction Ordinance, adopting the 2010 edition of the California Building Standards Code. Approved July 24, 2012.
LRP2011-00013 County of SLO	Amend Title 19 of the County Code, the Building and Construction Ordinance, to adopt the County's Green Build Ordinance. Approved August 21, 2012.

Implementation Programs

The General Plan is static unless its vision, goals and concepts are implemented in policies or projects on the ground. Each element (document) of the General Plan contains programs to complete. Each area plan within the Land Use Element (LUE) also includes programs to fulfill needs for local services, transportation, resources and land use.

In February of 2013, the Board of Supervisors set ten General Plan programs as the highest priority to implement during this fiscal year, in addition to other already authorized activities. The programs are listed below with comments on their status:

- 1) Complete the Oceano Community Revitalization Plan. <u>Status: Complete.</u> The plan focuses on Front Street in the commercial area and vicinity, and the neighborhood surrounding the elementary school. This plan was funded through a Caltrans Community Based Transportation/Environmental Justice Grant. The final plan was accepted by the Board of Supervisors on August 6, 2013.
- 2) Prepare the Public Review Draft of the Land Use and Circulation Element (LUCE) update (reorganization). <u>Status: Complete.</u> The Public Review Draft was completed in January 2013 (refer to the discussion above under Major Planning Activities).

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- 3) Complete amendments to implement post-construction stormwater requirements. <u>Status: In Progress.</u> On September 6, 2012, the Central Coastal Regional Water Quality Control Board passed a resolution that established Post-Construction Stormwater Management Requirements for Development Projects for municipalities throughout the Central Coast Region. The Board of Supervisors directed staff to prepare revisions to the County's grading ordinance. The Planning Commission recommended approval of the revisions on June 13, 2013. The amendments are expected to go before the Board of Supervisors in December 2013.
- 4) Prepare a "Complete Communities" survey. <u>Status: In Progress</u>. A survey to evaluate infrastructure and public facilities needs to accommodate strategic growth in the communities of San Miguel, Templeton, Oceano, and Nipomo. The facilities inventory was completed in August 2012 and public workshops were held in October 2012. The funding and financing plan and remaining work will be completed in FY2013-14.
- 5) Complete the draft Los Osos Habitat Conservation Plan (Begin Fish and Wildlife agency review) and begin Los Osos Community Plan update. <u>Status: In Progress.</u> The Habitat Conservation Plan will ensure mitigation for endangered species, comply with the Endangered Species Act and facilitate future development in Los Osos. Staff is working with the resource agencies to complete review of a draft plan by the end of 2013 and release a public review draft plan in 2014. Work on the Community Plan update has begun.
- 6) Prepare ordinance amendments to implement a Planned Development Ordinance. <u>Status: Complete</u>. Please refer to Land Use Ordinance Section 22.22.145A. The Land Use Ordinance, Title 22 of the County Code, is available on the Department's website.
- 7) Complete the Camp Roberts Joint Land Use Study (JLUS). <u>Status: Complete.</u> The Camp Roberts JLUS was developed as a proactive effort to ensure increased communication between the various jurisdictions about land use regulation, conservation decisions, and natural resource management issues. The JLUS was completed June 2013 and is available on the Department's website.
- 8) Complete e-permitting for specific photovoltaic systems. <u>Status: In Progress.</u> The Department is currently in development of an e-permit for specific photovoltaic system permits. This would allow applicants to complete the permitting process entirely on-line without having to come into the office.
- 9) Update the San Miguel Community Plan. <u>Status: In Progress.</u> (Please refer to the discussion above under Major Planning Activities).
- 10) Prepare ordinance amendments to revise standards to encourage in-fill development <u>Status: In Progress</u>. A background study identifying potential changes to standards that would accommodate and remove regulatory obstacles to achieving high-quality infill development has been completed and public workshops were held in October 2012. Proposed ordinance amendments and other recommendations will be completed in FY 2013-14.

In addition the following items have been carried over from the 2012 priority list:

- 1) Prepare general plan and ordinance amendments for review and approval to modify the agricultural cluster policies and provisions. <u>Status: Continued</u>. Draft amendments were recommended by the Planning Commission on August 30, 2012. The Board continued the item off-calendar on December 4, 2012.
- 2) Adopt ordinance amendments regarding Special Events. <u>Status: In Progress.</u> In February and November of 2012, staff met with a committee from the Uniquely SLO Cluster. Following a response from the Economic Vitality Corporation, staff will return to the Board for future direction/action. The Grand Jury prepared a report on this issue and the Board and Planning and Building Department responded to that report on July 23, 2013.

The following General Plan programs, listed by their respective General Plan Elements, are also being implemented.

Conservation and Open Space Element

Air Quality (AQ) 1.1.1 – Implement Strategic Growth Policies and AQ 1.2.1 – Strategies to reduce vehicle mile traveled

A package of amendments to plans and ordinances that will carry out essential strategic growth implementation strategies was authorized by the Board on November 24, 2009. The following projects have been funded through a grant from California Strategic Growth Council to help carry out strategic growth strategies:

- 1) Infill Development Standards (see the discussion in item 10 above under Implementation Programs).
- 2) Complete Communities Survey (see the discussion in item 4 above under Implementation Programs).
- 3) Community Design Model. The design model, completed in June 2013, rapidly calculates the effects of different land use scenarios.
- 4) Illustrative Design Model. This model was completed in July 2012 and is being used to illustrate high quality and compatible infill development.
- 5) Land Use Economics Study. The goal of the study was to determine the land use, real estate and economic effects of possible limitations on rural area growth. The study was completed and presented to the Board of Supervisors on July 17, 2012.
- 6) San Miguel Community Plan Technical Studies. The Strategic Growth Council grant funded a water study and a transportation study to help prepare the Environmental Impact Report (EIR) for the San Miguel Community Plan. These studies have been completed and work on the EIR is in progress. The grant also funded an economic strategy and public facilities financing plan (PFFP) to help prepare the community plan. The economic strategy is complete and available on the Department's website. The PFFP will be completed in 2014 as part of the Public Hearing Draft of the San Miguel Community Plan.

AQ 2.1.3 – Employee Commuting Survey

This is an on-going program for the Department, along with Ride Share, to survey county employees regarding commuting patterns and transportation choices.

AQ 2.3.1 – Alternative Fuel Strategy

This is an on-going program to integrate the County fleet with alternative fuel vehicles.

AQ 4.2.1 - Climate Action Team

This is an on-going program. The team shall consist of representatives from the departments of Administration, General Services, Planning and Building, and Public Works.

AQ 4.3.1 – Reduce County Greenhouse Gas Emissions from County Operations

This is an on-going program for County Departments to make considerations for reducing emissions in operations and practices, including: fleet management, procurement, energy use, materials, water, waste, and employee transportation.

Energy (E) 1.3.1 – Use of renewable energy at County facilities, and E 1.3.2 – Fund renewable energy at County facilities

The Energy Watch program team worked with PG&E to review a proposal for shared solar energy for County facilities as part of their Sustainable Solution Turnkey program, which includes funding.

E 2.2.1 – Monitor and report energy use

The Energy Efficiency Program has successfully tracked energy use and efficiency in all County-owned buildings and developed a bi-annual energy benchmarking report.

E 2.2.2 – Implement energy efficiency activities and improvements, and E 3.2.2 – Energy efficiency retrofit program

Several grant funded projects on lighting and HVAC systems have been implemented by General Services. The Energy Watch program team works with PG&E and Staples to conduct direct install projects at existing commercial, residential, and government facilities in order to increase energy efficiency.

E 3.4.1 – Voluntary energy efficiency and conservation, and E 3.4.3 – Encourage energy and water efficiency improvements

The Energy Watch program team conducts regular outreach, administers distribution of education materials, and hosts community events encouraging commercial/residential building owners to save energy through retrofits and simple low-cost actions.

E 3.4.4 – Energy efficiency and conservation education: public

The San Luis Obispo Regional Energy Alliance hosts programs and events on energy conservation, energy efficiency, and recycling.

E 4.1.1 – Continue partnerships for green building education

The Energy Watch program team partnered with local organizations to provide contractor workshops and home energy workshops.

Economic Element

At the request of the Economic Vitality Corporation (EVC) and consistent with Economic Element Policy EE 1.7 (regarding economic impact analysis), the County engaged the EVC on August 28, 2012, to implement a pilot project to generate economic impact information for selected development projects of various types. A preliminary report was presented to the Board of Supervisors on May 14, 2013.

Consistent with Economic Element Policy EE 4.4 (regarding infrastructure planning), the County expanded its process for infrastructure planning to include direct communication with representatives of the private sector and with cities and community services districts.

In order to implement Economic Element Policy 4.1 (regarding programs for retention, expansion and attraction of businesses), the County continued its financial support to the EVC for implementation of the Clusters of Opportunity Economic Strategy.

Housing Element

The following are on-going Housing Element activities:

 HE 1.B: Continue and track existing development incentives, HE 1.C: Reduce and defer fees for affordable housing development and HE 1.P: Implement Inclusionary Housing Ordinance

The 2013 Action Plan for the Affordable Housing Fund states that in 2012, a combined total of \$39,155 of in-lieu/housing impact fees were collected, and \$34,261was drawn down. A total of 56 affordable units were assisted. The Action Plan states that an additional three projects (totaling 89 units) will be funded with \$71,913.

HE 1.H: Provide direct financial assistance for housing

In 2012, the County allocated \$824,587 in HOME grant funds for construction of affordable housing, acquisition of property for a future affordable housing development, Tenant Based Rental Assistance, and the First Time Homebuyer Program. Funding was allocated for an 80-unit affordable project in Paso Robles and for acquisition of property in San Luis Obispo for future construction of 40 affordable housing units.

HE 1.I: Provide support to the Housing Trust Fund

The Planning and Building Department participates in monthly Housing Trust Fund Commission meetings and provides financial support to the Housing Trust Fund annually for operations.

HE 1.M: Facilitate affordable housing through advocacy, education, and support

The Planning and Building Department continues to be involved in several groups such as the Workforce Housing Coalition, Housing Trust Fund Commission, and the Homeless Services Oversight Council.

HE 2.A: Rehabilitate housing units

The County assisted three households in 2012 in completing minor home repairs and rehabilitation work with CDBG funds.

Safety Element

The following are on-going Safety Element Activities:

• S-8 and S-40: Information and Research

Fund and maintain a Geographic Information System (GIS) that includes the data layers of this Safety Element. Continue to build the GIS with additional information as it becomes available.

S-12: Risk Assessment

Develop additional training for building and safety personnel to keep up with current knowledge.

S-22: Reduce Flood Damage

Seek funding to implement capital improvement projects for low-lying, flood prone areas.

Development Activity

Residential Development Trends, FY 2012-2013

The rate of residential development is expected to increase in the coming years as the housing market and construction rebound from the recession. The trend in multi-family residential development has remained very low compared to single-family housing, as shown in Table 4. However, as can be noted in FY 2009-2010, one or two large multi-family projects can have a significant effect on the share for multi-family housing development.

Table 4: Trend in Residential Development – Fiscal Years 2008-2013

Final Building Permits	2008-09	2009-10	2010-11	2011-12	2012-13
Single-Family	519	362	364	200	253
Multi-Family	82	114	30	22	0
Total	601	476	394	222	253
% Multi-Family	13.6%	23.9%	7.6%	9.9%	0%

Affordable Housing Development

The Housing Element in effect during this annual report review period was adopted by the Board of Supervisors in August 2009, certified by the State in January 2010, and will be in effect through 2014. It documented that sufficient vacant land was designated in the County General Plan to accommodate housing needed by county residents of all income groups, as established in the Regional Housing Needs Plan (RHNP). Unfortunately, the production of new housing affordable to county residents proceeded at a pace that fell below the quantified objectives established in the Housing Element, as listed in Table 5.

Table 5: Housing Units Built Compared to Housing Element Objective for Calendar Years 2009-2014

1 Car 3 2003-2014				
	Very Low and Low Income	Moderate Income	Above Moderate Income	Total
Housing Element Objective*	858	418	924	2,200
Housing units completed in 2009	18	6	402	426
Housing units completed in 2010	100	4	290	394
Housing units completed in 2011	32	2	133	167
Housing units completed in 2012	13	2	195	210
Units below the Housing Element Objective	695	404	0	1,099

^{*} Total number units desired by the Housing Element during the 2009-2014 period. Please refer to page 4-2 of the Housing Element.

Commercial Development Trends, FY 2011-2012

All new non-residential development is categorized here as "commercial," including public projects, rural and urban industries, sales and services businesses and offices. The total valuation of commercial development provides an indication of the value and changes through the last five years, as shown in Table 6:

Table 6: Trend in Commercial* Development – Fiscal Years 2008-2013

	Valuation of Issued Permit	Change	Final Building Permits	Change
FY 2008-09	\$30,529,292		107	
FY 2009-10	\$20,264,410	-34%	99	-7%
FY 2010-11	\$24,241,457	20%	96	-3%
FY 2011-12	\$27,258,960	12%	57	-40%
FY 2012-13	\$40,111,609	47%	80	40%

^{*}Includes other non-residential and public projects

Application Hearings

Table 7 lists the number of public hearings held on applications for development and policy decisions. A single application may involve several hearings that are included in the table.

Table 7: Application Hearings

Hearing Body and Application Types	FY 2011-12	FY 2012-13	Change
Board of Supervisors — Total	117	79	-32%
General Plan/Ordinance Amendments	21	8	-62%
Agricultural Preserves	5	7	40%
Appeals	20	13	-35%
Other Items	28	12	-57%
Consent Items	43	39	-9%
Planning Commission — Total	77	50	-30%
Conditional Use Permit/Dev. Plans	27	17	-37%
Minor Use Permits	3	1	-67%
Variances	5	1	-80%
Tract Maps	4	0	-100%
General Plan/Ordinance Amendments	16	10	-38%

Table 7: Application Hearings

Hearing Body and Application Types	FY 2011-12	FY 2012-13	Change
Appeal	9	2	-78%
Subdivision Review Board — Total	25	18	-28%
Parcel Maps	10	5	-50%
Lot Line Adjustments	4	3	-25%
Conditional Certificates	7	1	-86%
Consent Items (time ext, public lots)	4	9	125%
Planning Department Hearings — Total	73	92	26%
Minor Use Permits (subtotal):	57	78	37%
Residential Single Family	7	10	43%
Residential Additions	19	20	5%
Residential Multi Family	2	0	-100%
Commercial/Industrial/Office	4	13	225%
Miscellaneous	25	35	40%
Road Names	3	1	-67%
Lot Line Adjustments	11	13	18%
Appeal of Admin Fine	2	0	-100%
Airport Land Use Commission — Total	3	3	0%
Project Reviews	3	3	0%
TOTAL ALL PROJECTS	295	242	-18%